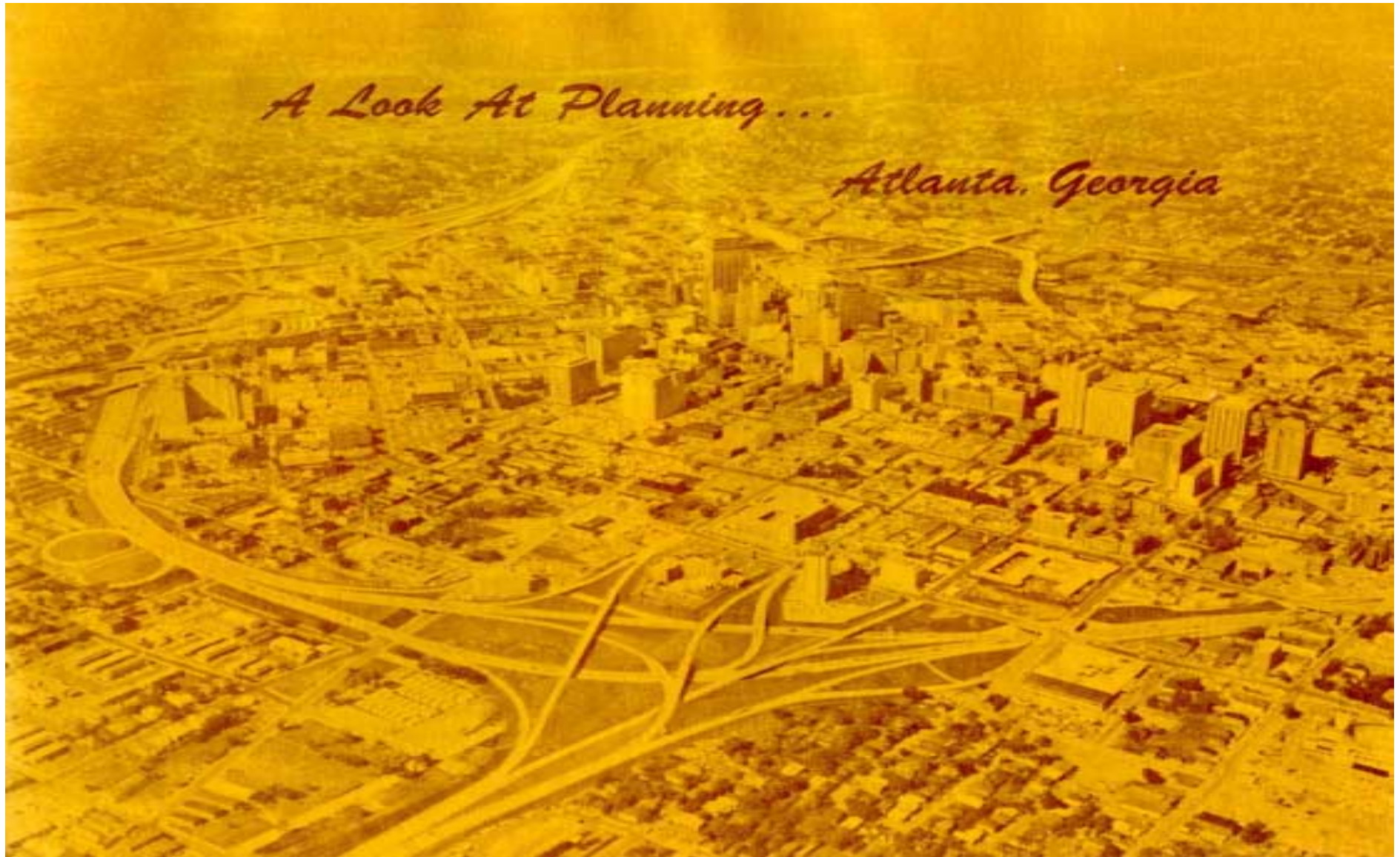


*A Look At Planning...*

*Atlanta, Georgia*



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Raymond W. Torras  
1922 - 1948



Wyont B. Bean  
1948 - 1966



Collier B. Cladin  
1966 -

### Jay Wallace -

Graduated Penn. State with B. S. in Landscape Architecture, post-graduate work at Harvard; Land Developer in Atlanta 1919-1927; 1927-1930 directed mapping of Atlanta; 1930-1932 Resident Engineer at Castle Harbour Hotel in Bermuda; Associate Regional Planner, TVA, 1933-1937; Land Developer in Atlanta 1938-1943; Assistant Planning Engineer, City of Atlanta Department of Planning, 1943-1964; Consultant with Atlanta's Department of Planning, 1965-.



This report is dedicated to Jay Wallace whose tireless efforts, faithful service, and extraordinary ability have done much to further the cause of city planning in Atlanta.

# What Is Planning?

Planning has **been** defined in **a number** of ways .

"The broad objective of planning is to further the welfare of the people in the community by helping to create an increasingly better, more healthful, convenient, efficient and attractive environment."

Local Planning Administration

"Planning is the legal, democratic means of determining how best to provide a proper arrangement of land uses, efficient circulation, desirable light, air and general amenities of community life in order to achieve the most appropriate and economical use of land and a harmonious relationship of structures."

The Citizen's Guide to Planning

Planning is a process of applying intelligent forethought to the development of a community. To translate the thinking into a plan of action, an orderly process is used. The general planning approach consists of gathering pertinent facts and information; analyzing the meaning and importance of the facts; establishing realistic goals; formulating these thoughts through plans and implementation.

For example, before developing a comprehensive plan, (the guiding outline for long-term community development), data on present and projected population, housing, economic, and social conditions are collected and analyzed. An analysis of these facts will define the needs of the community and provide a realistic basis for establishing sound objectives. From these planning efforts, plans for land use, major thoroughfares, parks, schools, public buildings, and other facets of a comprehensive plan can be prepared. Then these plans can be pulled together to form an interrelated framework for guiding the growth of the community.

Planning is an attempt to improve the physical form and organization of the community and is based upon the ever changing physical, economic, and social conditions and abilities of the community.

## THE BASE MAP

Before planning programs can be initiated, an accurate base map of the community must be available.

The base map shows all streets, railroads, rivers, lakes, and public properties. The base map establishes the boundaries of the planning jurisdiction for a community.

# The Comprehensive Plan

The primary function of city planning is to prepare a general plan for the future development of the community and then to take the proper steps to bring this plan to realization.

The Comprehensive Plan is an official statement of policy to guide desirable physical growth and development of the community. The master plan, in order to be comprehensive, usually consists of a combination of written and graphic materials dealing with a general physical design of the community, interrelated with social and economic goals.



The Comprehensive Plan has four elements:

The land use plan recognizes existing land use and anticipates future land use requirements for residential, commercial, public and industrial uses.

The community facilities plan provides a guide by which the present and future needs for schools, parks, utilities, and other significant public facilities can be met.

The transportation plan provides for a system of major streets, existing and proposed, and includes recommendations for improvements which may be needed to obtain the desired transportation system.

A capital improvement program is a schedule of expenditures for future community facilities. In developing the comprehensive plan, recommendations for major public improvements such as streets parks, schools, and water supply are included. The long-range public improvement program lists these major improvements in the order of their urgency.

A capital-improvements budget is a plan for scheduling and financing portions of the public-improvement program that the city can accomplish during a specified period, normally five years. Then each year, capital budget projects are incorporated in the city's annual operating budget.

## Tools For Comprehensive Planning



### URBAN RENEWAL

Urban renewal is one of the tools available for carrying out the comprehensive plan. The Housing Act of 1949, on which this federal program is based, requires that land use, streets, public transportation and other plans for local renewal projects conform to the general plan for the development of the community as a whole.

The urban renewal program is designed to improve the physical condition of a community by eliminating and preventing urban blight and decay.

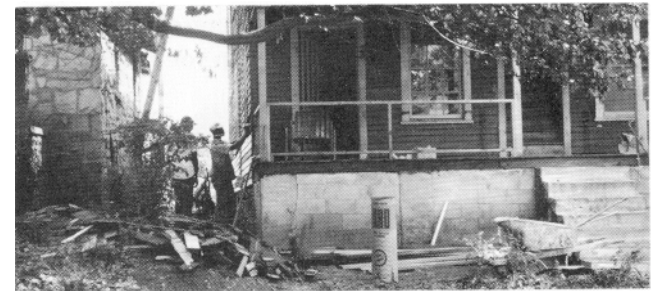
Urban renewal is a federally-assisted program administered at the local level. Atlanta's official agency is The Atlanta Housing Authority authorized by State housing laws and created for two main purposes:

- 1) to provide decent, sanitary and safe public housing for low-income families and,
- 2) to eliminate slums and the causes of blight in designated project areas through redevelopment and rehabilitation.

The urban renewal program contains three approaches-



**Redevelopment** - The process of demolishing dilapidated structures and clearing of areas for the best re-use of the land.



**Rehabilitation** - The improvement of an area threatened by blight through demolition of scattered buildings, repair and modernization of other structurally sound structures.



**Conservation** - The preservation of areas through code enforcement, general cleaning up and painting.

## THE WORKABLE PROGRAM FOR COMMUNITY IMPROVEMENT

As set forth in the Housing Act of 1954, a community's first step toward federal urban renewal assistance is to formulate "A Workable Program For Community Improvement." Urban renewal assistance is not available to communities unless they develop an overall plan to cure slums and prevent blight.

The Atlanta Planning Department is responsible for preparing Atlanta's annual submission and for coordinating the Workable Program for Community Improvement.



Mayor Ivan Allen, Jr. receives a copy of the approved "Workable Program for Community Improvement" from Edward Baxter, Regional Administrator of the U. S. Dept. of Housing and Urban Development.

A community must commit itself in its work- able program  
to achieve the following objectives:

Analysis of neighborhoods to determine condition  
and need for treatment.

Adequate administrative organization to carry on the  
urban renewal program.

Adequate minimum standards of health,  
sanitation, and safety through a comprehensive  
system of local codes and ordinances.

Provision of decent, sanitary housing for all  
families displaced by urban renewal or other  
governmental activities.

Formulation of a current Comprehensive Plan to  
guide the development of a community.

Active citizen participation indicating sup- port and  
understanding the renewal program.

Ability to meet the financial obligations and  
requirements for carrying out the renewal pro-  
gram.

Perhaps the best-known and most important tool for carrying out the comprehensive plan is the zoning ordinance, the legal document which regulates the use of land in the city. In order to implement the land use plan of a comprehensive plan, the community is divided into districts within which similarly related uses are permitted. These districts are indicated on the zoning map and the map, together with the zoning ordinance text, constitute a Zoning Ordinance.

The zoning ordinance has three general forms of regulations:

Regulation of land use location.

Regulation of building size, shape, and bulk on the lot.

Regulation of lot size.

The zoning ordinance generally has three main types of permitted land use districts-

Residential uses which include single and multi-family houses, churches, schools, parks, playgrounds, country clubs ....

Commercial uses which may be divided among classes according to the kinds of stores, according to kinds of merchandising (retail or wholesale) or on some other basis.

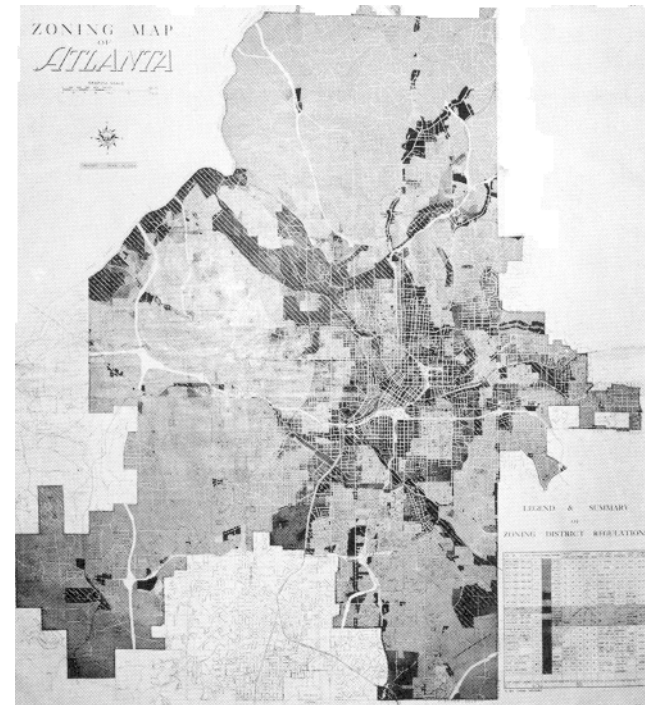
Industrial Districts which may be differentiated according to the type of industry (light or heavy industrial) and according to the maximum degrees of noise, odor, vibration, smoke, dust and glare permitted.

## THE ZONING ORDINANCE

### VARIANCE

Strict adherence to the zoning ordinance is often difficult to maintain. Even the most carefully prepared ordinance cannot anticipate problems which may arise because of individual lot sizes, shape, or topographic conditions.

Atlanta's Zoning Ordinance authorizes a board of adjustment to grant relief or a variance when there are unnecessary hardships in conforming to the requirements of the zoning ordinance.



Atlanta's Zoning Map

The Planning Department is responsible for developing and administering Atlanta's Zoning Ordinance. The Building Department has the responsibility of enforcing the zoning laws.

## THE SUBDIVISION REGULATIONS

Regulations governing the subdivision of land provide the procedure to be followed in developing and gaining official approval of a tract being sub- divided. These regulations establish certain design standards such as street layout, shape and size of blocks; and physical improvements such as street grading and paving, water and sewer lines. Land needed for additional schools, parks and play- grounds may be required or reserved when land is subdivided.



Subdivision regulations are important tools for assuring the development of new areas in harmony with the comprehensive plan of the community. The plans of a community for the location of future streets, parks, playgrounds and sites for schools and other public buildings can be incorporated into plans for new land subdivisions.

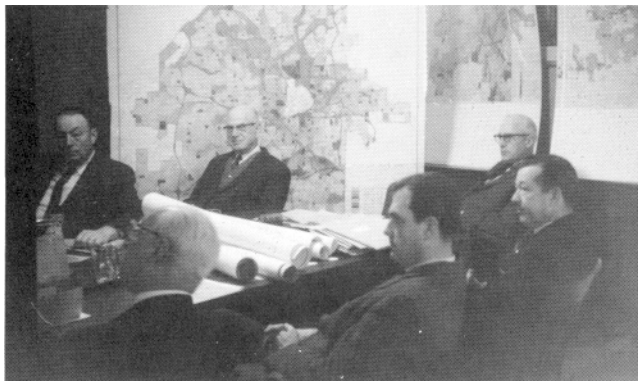
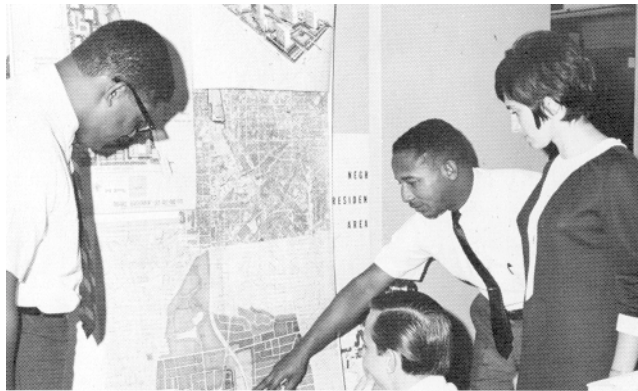


After preliminary plan review by the Planning Department, subdivision plans are referred to the Atlanta-Fulton County Joint Planning Board. The Board approves plats in conformance with the sub- division regulations and makes recommendations which are forwarded to the Board of Aldermen for final action.

## STAFF

The key to effective planning is a well-qualified professional staff. Planning is a comprehensive process which involves examining and providing for the physical, social, economic and recreational needs of a community. Thus, a well-qualified staff needs to include not only professional planners, but also trained sociologists, architects, engineers, economists, and draftsmen.

Atlanta's Planning Department is composed of a planning staff that is well-rounded in training, experience, and background. The Planning Department is composed of a Planning Director, fifteen professional planners, ten planning technicians, and eight secretarial and clerical assistants.



## THE PLANNING COMMISSION

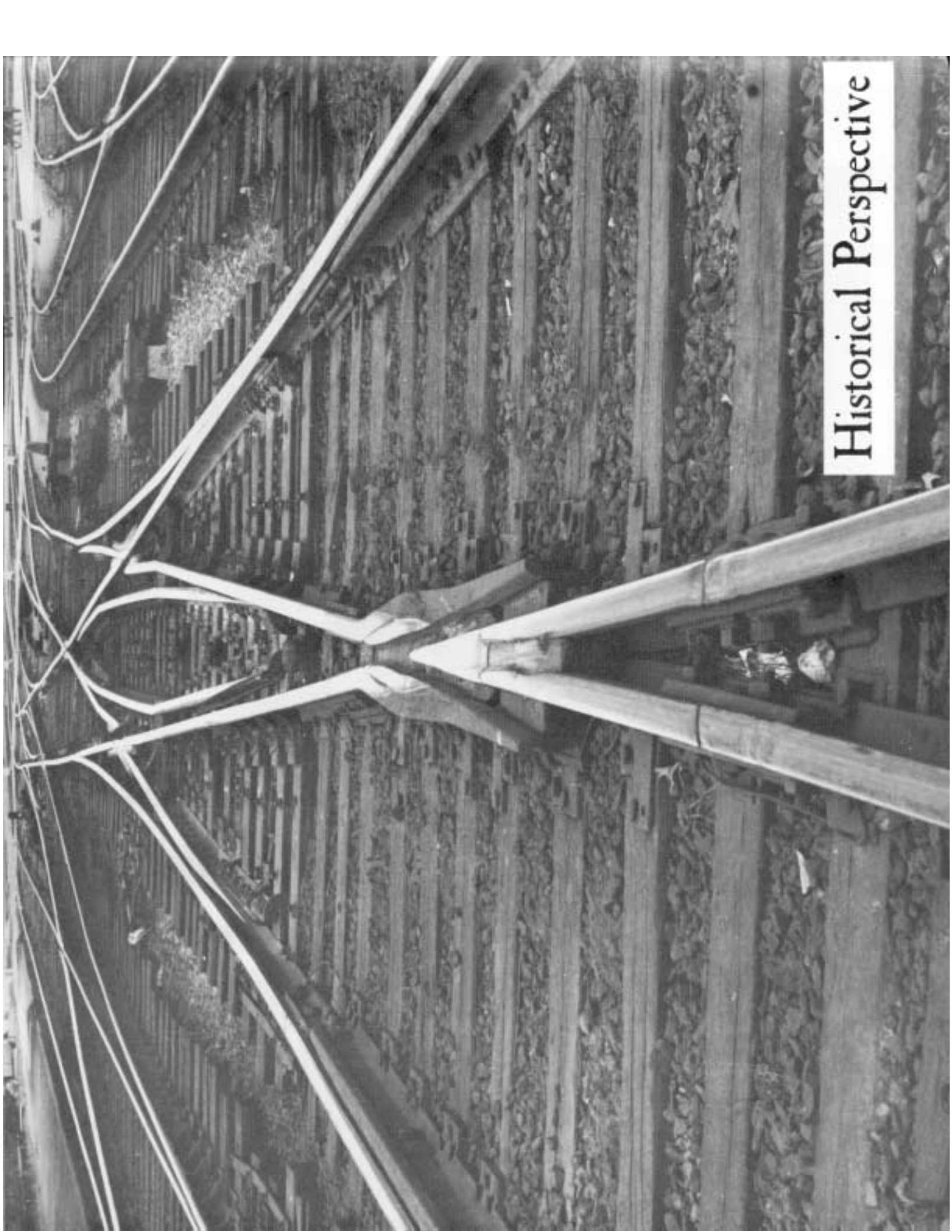
The City Planning Commission has been the traditional form of organization adopted by municipalities in setting up official planning agencies. State enabling statutes provide for the appointment of the planning commission, composed of citizens of the community who serve in an advisory capacity to the governing body.

Since planning affects the lives and activities of nearly every citizen in a community, it is wise to have as much citizen participation in the planning process as is practical. Atlanta utilizes a city-county planning commission known locally as the Atlanta-Fulton County Joint Planning Board. This Board is the "citizens voice" in advising the Board of Aldermen on plans relating to the physical and economic growth of Atlanta.



## THE LEGISLATIVE BODY

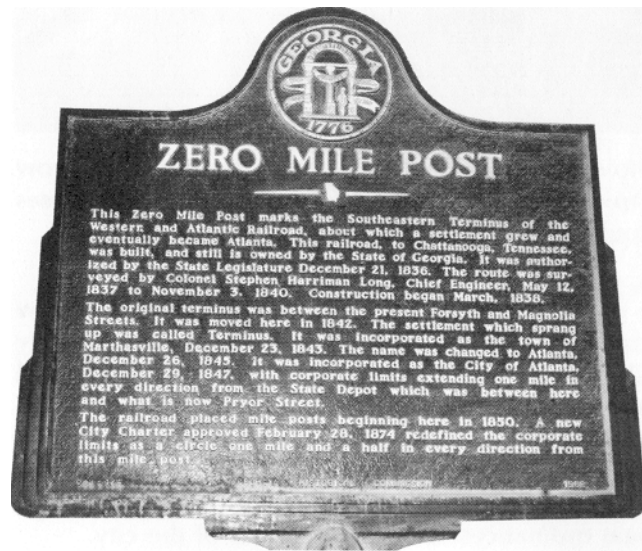
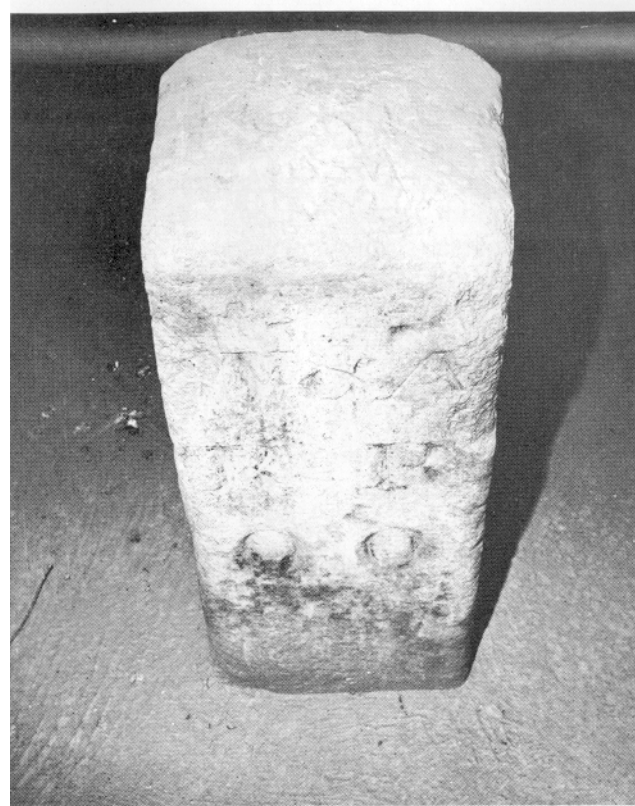
In putting planning into effect, final decisions are made by the local governing body. Atlanta is governed by a Mayor and Board of Aldermen composed of a President of the Board and two Aldermen from each of the City's eight wards. The Board of Aldermen not only has power to rule on plans, but it also controls the amount of appropriations to implement the planning program.

A black and white photograph of a railway track. The track consists of wooden sleepers and metal rails. A complex switch mechanism is visible in the center, where the track splits into two paths. The rails are made of metal and are supported by wooden sleepers. The track is surrounded by gravel ballast. In the background, there are some trees and a fence. The overall scene is a historical perspective of a railway track.

# Historical Perspective

In 1837, Stephen Harriman Long, Lt. Colonel in the Army, was selected as the chief engineer to survey and build the newly authorized Western and Atlantic Railroad route. The route was scheduled to run south from the Tennessee state line beginning at or near Rossville to some point on the south- eastern bank of the Chattahoochee River.

In the autumn of that same year, Stephen Long had selected a site for the terminus of the railroad and the junction point for connection with other railroads to be built to several Georgia cities. Un- wittingly, he had also selected the site for the future Atlanta. The site chosen was in Land Lot 78 of what was then DeKalb County.

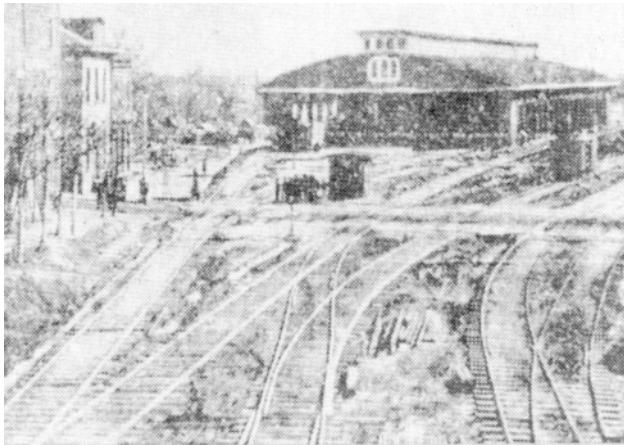


Soon a small village grew up around the south- ern terminus of the Western and Atlantic, and this settlement was to be known as Terminus. In 1837, there were only six families in Terminus and most of these people were railroad workers.

During the years between 1838 and 1842, the question of changing or extending the location of the W & A terminus was discussed several times. In 1842, the necessary acreage for depot buildings was secured, and thus the exact center of the future city of Atlanta was determined. The location was placed at the site of the former Union Station between Pryor and Central Streets.

After the land had been secured for the depot buildings, it was necessary to have the town laid out into lots and streets. The original street pattern followed Indian trails and the town was laid off with seventeen land lots. The lots were laid to suit the owners and as a result, the streets were not regular in width, uniform in direction, or wide enough for public convenience.

In 1843, Terminus, now renamed Marthasville, was chartered by the Georgia General Assembly as a new town with a council composed of five commissioners. The new commissioners wanted to survey a street plan and levy a tax for the purpose of opening new streets. Some people felt that the town

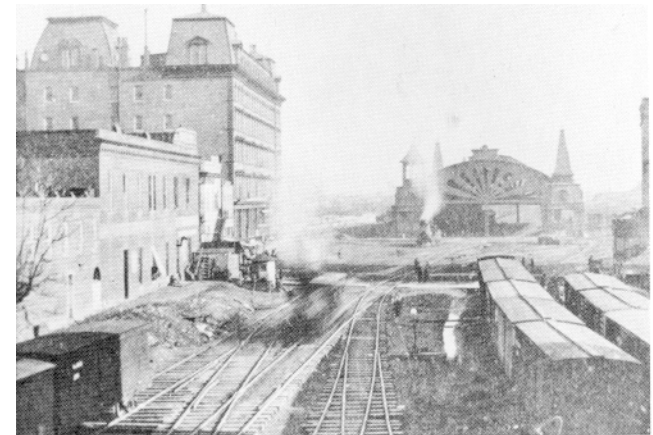


needed a useful layout of streets and buildings, but most felt that the town would die out after the railroads were built and were not willing to pay additional taxes. Thus, the early growth of Atlanta took place with no planning at all.

In 1845, the town Marthasville took a significant step forward when the Georgia Railroad was completed to the terminus of the Western and Atlantic. The actual running of a passenger train by the Georgia R.R. from Augusta into Marthasville was an occasion of great excitement to the people and gave immediate impetus to the Western and Atlantic.

A few months later, the State work on the W & A Railroad was completed and in full operation to Marietta. With two railroads in operation, the town was growing and people were beginning to have more faith in its survival. Many people felt that the town which was now to gain prominence through its railroads needed a new name. Accordingly, on December 26, 1845, the Georgia Legislature changed the name to Atlanta, honoring the Western and Atlantic Railroad.

With the coming of the railroads, the building of the city went forward and all doubts of its prosperity faded from the minds of the pessimistic. Men



moved in who believed that Atlanta would grow rapidly as a business center, and that enterprises could be undertaken successfully.

In 1847, the Georgia Legislature granted a new charter incorporating the town of Atlanta. The City Charter provided for a Mayor and six-man council to govern the then 2,000 residents. The act of incorporation provided for such functions of city government as the power of police, the power to levy road tax, to fix fines, to license stores and to pass ordinances concerning streets of the city.

Section one of the Charter provided that "from and after passage of this act, the town of Atlanta shall be known and called the City of Atlanta, and the authority and jurisdiction of said city shall extend one mile from the State Depot in every direction." The newly elected City Council initiated the first steps toward physical planning by appointing Stephen Terry to survey the city in conformity to the one mile circle specified in the charter.

The years from 1837 to the 1850's represent the basic development period for Atlanta as these were the years in which the characteristics of Atlanta were molded. The main feature of the city was its rail- road pattern which shaped the land use pattern for years to come. Industry moved along the railroad

right of way, streets followed the pattern of the railroad routes, and commerce located along the main transportation arteries.

By 1850, Atlanta was growing rapidly. The rail- roads had brought more business and people to the city. Atlanta was now having to be more concerned with physical improvements of the city.

Streets were being straightened and sidewalks were added. A new City Hall was built, Atlanta's first hospital was erected, and better police protection was being provided. Realizing that a City map was needed, the City Council contracted with Edward Vincent, a young engineer, to draw up the city's earliest existing map.



By 1853, Atlanta had reached a population of 6,000 which exceeded the population of Decatur, the county seat, and many of Atlanta's citizens felt that a new county should be created with Atlanta as the center of the government. The bill to create Fulton County with Atlanta as the county seat was approved by the Georgia Legislature and signed by the governor on December 20, 1853.

Between 1855 and 1860, the population of Atlanta almost doubled. However, in 1861, the Civil War began and Atlanta's normal business was halted.

During the war, Atlanta became an important center of trade and transportation. In 1864 Atlanta was booming as an industrial center in a wartime economy, but by the end of that year the city had been almost burned to the ground by Sherman's Army.

Atlanta began to rebuild in 1865. In many instances, whole blocks of new buildings and houses had to be erected. Some improvements were made in the rebuilding, but again there was little planning for the future growth and needs of the city.



In rebuilding the city, Atlanta also began to expand. An act of the Legislature approved on March 12, 1866, provided that "the corporate limits of the City of Atlanta be so extended as to measure one mile and a half in each and every direction from the general passenger depot, the center of the present corporate limits." For the first time the original mile circle of 1847 had been extended in all directions. Atlanta now consisted of an enclosed circular area three miles in diameter.

From 1847 to 1874, the city had grown tremendously and now had more complex problems and needed a stronger charter. Atlanta's original charter of 1847 had often been amended, but never completely revised. In 1874, the State Legislature granted a new charter, continuing the mayor-council form of government for the city.

Although the fundamental structure of the government was preserved, this new charter provided for a strong definition of powers and reorganized the council government into a bicameral body. In addition to two councilmen elected from each ward, three aldermen were elected from the city at large for three-year terms, one being elected each year. The bicameral Council was created to safeguard the treasury by having two bodies act upon finance. In matters dealing with municipal finance, the Council and Aldermen acted separately, but on all their ordinances and resolutions the two bodies acted together.

For the first time, the Mayor became a key factor in the city government. The Mayor now had the power of veto and revision and the responsibility for the execution of city laws. The chief executive's office thus became primarily administrative.

By 1890, Atlanta was becoming metropolitan in appearance and manner. Atlanta now had decentralized its fire department into the suburbs, established a comprehensive system of waterworks, and a carefully designed sewage system.

The suburbs of Atlanta were growing rapidly, and the city was expanding to provide space for its citizens. The city made a significant territorial gain when by Act of the Legislature, approved November 20, 1893, the city of West End, became the seventh ward of Atlanta. Other major annexations in 1904 and 1909 resulted in extensions of the municipal boundaries to include the Piedmont Park section in the Northeast and the Edgewood area in DeKalb County.

The acquisition of new territory meant that the city faced the impossible situation of having to provide the necessary public facilities to the newly annexed areas with funds from the revenues available. This problem only made more critical the already troublesome issue of financing needed civic improvements.

Obviously, territorial expansion and physical growth had not been the orderly result or implementation of a comprehensive city plan. Indeed, city planning of any kind in Atlanta was either unknown or ignored prior to 1910. Civic improvements before that time had been handled largely by various self-appointed ward committees and were subject to considerable political wrangling. The Atlanta Chamber of Commerce had at various times used its influence to secure needed municipal improvements. When the city's financial situation was critical in 1910, the Chamber aided in securing the passage of a \$3,000,000 bond issue enabling the city to expand and improve public facilities.

Perhaps this 1910 situation served as a catalytic agent for the City planning process in Atlanta, for it was in that year that the Chamber of Commerce and the Atlanta Real Estate Board jointly formed a non-political Planning Commission. According to Franklin M. Garrett, who has compiled a three volume history, Atlanta and Environs, A Chronicle of Its People and Events, the efforts of this Commission "were directed primarily to the consummation of the Haralson Bleckley Plaza Plan of 1909, providing for parks over the downtown railroad gulch between Washington and Forsyth Streets." However, the matter bogged down because of opposition from the railroads, the State of Georgia, and downtown property owners.

The matter was revived in 1916 when Mayor James G. Woodward appointed a Plaza Planning Commission. "This committee secured from a nationally known firm (of consulting engineers) a

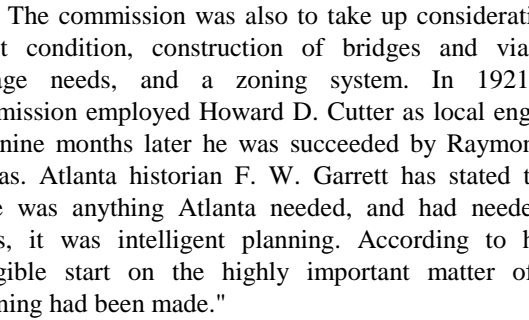
tentative engineering study of viaducts, plazas, etc.

The entirely new plan received enthusiastic support from many of Atlanta's leading citizens, but the Western & Atlantic Railroad Commission, to whom the plan was presented by the Chamber of Commerce, rendered an unfavorable report to the Georgia General Assembly in 1917. Consequently, the plan was not approved and planning in Atlanta came to a relative standstill even before it had gained significant momentum.

On May 21, 1917, the "great fire" swept Atlanta destroying a vast amount of property in the north-eastern section of the city. Soon after that fire, a strong effort was made by the Real Estate Board toward the establishment of a Planning Commission mainly for the purpose of "taking steps toward converting a portion of the fire swept area into a esplanade." Once again, the efforts of the Board met with little success.



A few months later, by Act of the Georgia Legislature approved August 16, 1920, it was enacted "that there shall be created as a part of the government of the City of Atlanta a commission to be known as the City Planning Commission, which commission shall consists of six citizens to be appointed by the mayor, with the mayor as an ex- officio member thereof, the appointed members to serve without compensation. . . ."



When the commission was organized, the city lacked some of the necessary tools for successful planning. Atlanta was without the necessary legislative authority to adopt a zoning ordinance, to control the subdivision of land lots or to assess the cost of street widening or extensions upon the benefited property. Thus, in August, 1921, the Georgia General Assembly enacted the proper enabling legislation authorizing the mayor and council to "adopt by ordinance a plan or plans for the distracting or zoning of the city. . . ."

The preparation of a zoning ordinance was undertaken by the City Planning Commission and, after editorial support from Atlanta newspapers revealing the awareness of many citizens that the city had been previously allowed to grow carelessly and henceforth needed to proceed according to plan, the ordinance was adopted by Council, April 10, 1922. The Ordinance established various land use classifications, etc., for the purpose of "regulating and restricting the location of trades, industries, apartment houses, and other uses of property." This had been the first order of business for the City Planning Commission.

Unfortunately, the zoning law was ill-fated. In 1925, the Supreme Court of Georgia ruled unanimously in Smith vs. Atlanta that portions of the Georgia Statute and subsequent Atlanta Ordinance were unconstitutional and void. The zoning matter was solved when, in 1928, an amendment to the State Constitution allowed the General Assembly to grant cities of Georgia having a population of 25,000 or more authority to pass zoning and planning laws. Contingent upon the passage of this amendment, the General Assembly enacted on July 27, 1927, new legislation pertaining to the City Planning Commission. Although the commission's status was not altered from that of an advisory body, it now had official tools with which to work. The new zoning provision, plus previously established regulations concerning subdivision of land, allowed the commission to proceed along the course of establishing a comprehensive blueprint for the growth and physical improvement of Atlanta.

In the following years, Atlanta became increasingly concerned with the substandard condition of many of its houses. Numerous articles and editorials appeared in local newspapers detailing the physical and social conditions of several of the city's worst neighborhoods. R. W. Torras, Engineer-secretary of the City Planning Commission, had investigated conditions in a group of Atlanta's blighted areas, and reported to council on such matters as the incidence of adult crime, juvenile delinquency, tuberculosis mortality, and infant mortality as related to housing. The collection of data prompted such editorial comments as this one in 1934 from Tarrington Collier: "You are impressed by the unanswerable evidence that bad housing, squalid settings breed disease and crime."

The journalistic concern of 1934 was representative of an earlier awareness that something needed to be done to improve existing housing conditions in Atlanta. On June 13, 1933, the National Industrial Recovery Act was passed and provided, among other things, funds to make work by clearing slums. The local possibilities of this phase of the Act were recognized by Charles F. Palmer, President of Palmer, Inc., whose office buildings and commercial properties were bordered by slum areas. Palmer decided that it would simply be good business to rid his properties of this threat to their values by using NIRA.



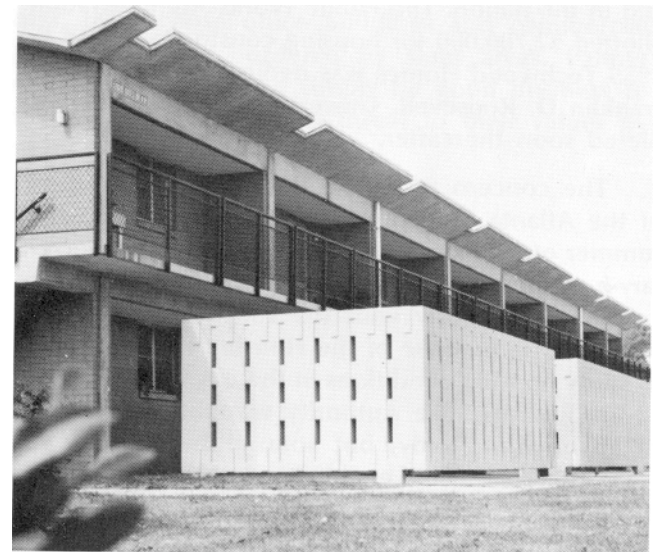
Mr. Palmer and his associates were, therefore, important in providing impetus for the first federally-assisted, low-cost public housing project in Atlanta and in the nation. The Public Works Administration allotted \$2,700,000 for housing construction, and in 1935 Techwood Homes was dedicated by President Franklin D. Roosevelt. University Homes was completed soon thereafter.

The concern with housing led to the creation of the Atlanta Municipal Housing Authority in the summer of 1934. R. W. Torras was appointed secretary-engineer of the new authority, a position he held simultaneously with the City Planning Commission. The purpose of the Housing Authority was to study housing conditions in the city and to report on its findings. The Authority was then organized as an advisory body, but soon it began to urge legislation that would enable it or some similar body to undertake housing improvement projects similar to Techwood and University Homes.



In 1937, the U. S. Congress passed an act creating the United States Housing Authority. An appropriation of \$800,000,000 was to be administered by USHA to effect slum clearance and the building of decent dwellings for low-income families. Almost immediately the Georgia General Assembly adopted the necessary enabling legislation and on May 27, 1938, a resolution creating a housing authority for Atlanta was approved by Mayor William B. Hartsfield.

The Atlanta Housing Authority, of which Charles Palmer was the first chairman, went to work in 1939. Five years later an article in the Atlanta Constitution reported the Authority's progress and was able to cite five new developments in addition to Techwood . . . an investment which had provided some 20,000 people with 4,000 new apartment units.



Public housing was a fortunate means of providing for safe and sanitary low-rent housing, but its advent in Atlanta cannot be attributed so much to efforts of the City Planning Commission as to the action of private individuals. The Commission was able to lend support in the form of studies of physical and social blight, but it had not yet developed any kind of plan for which public housing could be considered as implementation. Since its 1920 beginning, the Commission had been largely concerned with the preparation and enforcement of a zoning ordinance. This lack of planning was called to attention by Dr. Thomas H. Reed in a 1938 report on the status and functioning of the Atlanta area governments.

Dr. Reed, director of the consultant service of the National Municipal League, had been contracted by the Atlanta and Fulton County governments to perform a thorough administrative and financial survey of all departments and activities of both governments. His report noted the curious combination of legislative and executive power peculiar to Atlanta. The administration of the city governed by a mayor who had few, if any, executive powers and a bicameral legislature which was the chief source of administration provided a major stumbling block to good government.

Dr. Reed made many specific recommendations for improving the governmental structure of Atlanta, many of which were subsequently adopted. One of his major suggestions was aimed at improved

planning in the metropolitan area. He recommended that the City Planning Commission, which, according to him did no planning worthy of that name, be abolished, and in its place there be established a metropolitan planning district and a commission authorized to prepare a master plan for the entire area and to handle all matters of zoning, subdivision, and street layout. This, Dr. Reed believed, would be the "beginning of a new day in the growth of Atlanta."

Planning got its start in Fulton County when, in 1939, the Commissioners of Roads and Revenues of Fulton County were authorized by an Act of the General Assembly to establish the Fulton County Planning Commission and the Board of Zoning Appeals. By 1943, the County Planning Commission had prepared a comprehensive Zoning Ordinance for the unincorporated areas of Fulton County. This Zoning Ordinance was one of the first adopted by a United States county and stood as a model for many years.

In 1944, Atlanta joined with Fulton County in setting up a joint city and county "Post War Planning Board." This cooperative planning board was established to develop plans for the central business district. A number of proposals were developed including plans for an arterial street system, a government mall between the State Capitol, City Hall, and County Court House, and elevated highways entering the downtown over railroad rail rights-of-way.

Although many of the ambitious plans set forth by the Post War Planning Board were not implemented the efforts of this Board were not in vain. The Board had pointed out the need for major physical improvements, and the State Highway Department was prompted to finance a major study of local streets and transportation problems.

In 1946, H. W. Lochner and Co., traffic engineers of Chicago, completed a highway and transportation plan for the city. The Lochner Plan called for the construction of several major expressway legs and numerous improvements in the local street pattern. The governments of Atlanta and Fulton County approved this plan and in August, 1946, the citizens of Atlanta and Fulton County voted approval of a \$40,400,000 bond issue with the largest allocation set aside to effectuate the Lochner plan.

Atlanta was having growing pains typical of other metropolitan area. Atlanta streets were becoming crowded and congested during rush hours, the central business district was becoming ringed with slums and industrial areas and commerce were being forced into the surrounding areas of Atlanta. The problems of the city were becoming metropolitan in nature.

In an effort to recognize and solve the city's problems on an areawide basis, the Georgia General Assembly in 1947, established the Metropolitan Planning Commission, recommended by Dr. Reed in his government study report ten years earlier. This commission was given advisory powers and authority to develop an overall master plan for Atlanta, Fulton, and DeKalb Counties.

During the years between 1940 and 1950, the population increase of the unincorporated areas surrounding Atlanta was three times as great as that

within the city limits. With the increasing number of residents in these areas adjacent to the city came an increasing demand for services which the county had to provide. The result was a costly duplication of services which eventually led concerned governments to think in terms of annexing these newly developed areas to the city.

Atlanta's attempt at annexation in 1947 and 1948 were unsuccessful, and in the following year the General Assembly approved creation of a local government commission to seek improvements in the governments of Atlanta and Fulton County.

In January 1950, the Plan of Improvement for the Governments of Atlanta and Fulton County was submitted by the Local Government Commission of Fulton County. This report contained certain plans for improving the local governments of the Atlanta- Fulton County Area and was especially concerned with the reduction or elimination of duplication of governmental services.

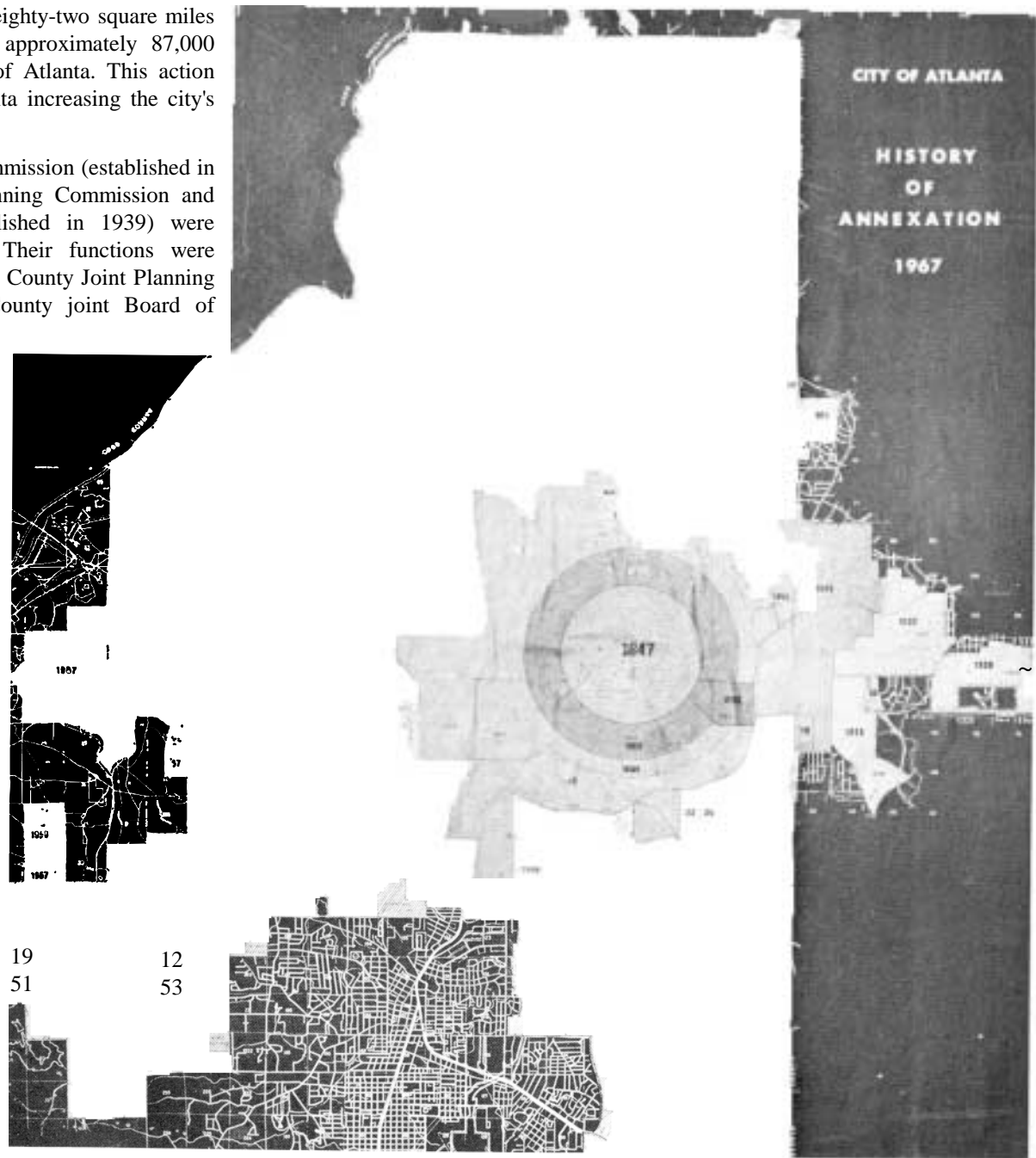
One specific suggestion offered by the Commission members was that a joint Atlanta-Fulton County Planning Board and a joint Atlanta-Fulton County Board of Zoning Appeals should be established to handle all planning and zoning activities for the entire Atlanta-Fulton County area.

The Plan of improvement also called for an extension of the city limits of Atlanta to include the heavily populated areas adjacent to the City. In the future, Atlanta was to be given a chance for natural growth and expansion by virtue of special annexation provisions.

The residents of the area affected approved the report, as well as the necessary constitutional amendments, in a referendum election.

As a result of the legislation, eighty-two square miles of territory with a population of approximately 87,000 people were annexed to the City of Atlanta. This action more than tripled the area of Atlanta increasing the city's area to 118 square miles.

The Atlanta City Planning Commission (established in 1921) and the Fulton County Planning Commission and Board of Zoning Appeals (established in 1939) were abolished by special legislation. Their functions were assumed by the new Atlanta- Fulton County Joint Planning Board and the Atlanta- Fulton County joint Board of Adjustment.



The joint Planning Board was given three major responsibilities:

- 1) development of a master plan for the physical growth and future development of the City of Atlanta and the unincorporated areas of Fulton County,
- 2) preparation of a comprehensive zoning ordinance including both the full text of zoning regulations and maps, and
- 3) review and advise on re-zoning applications.

The Mayor and General Council and the Commissioners of Fulton County had the power of final approval on all plans and recommendations for re-zoning.

In conformance with the duties given to the joint Board, an ordinance was passed by the Mayor and General Council and the Commissioners to initiate a program to prepare new land use plans, to modernize zoning laws, and to prepare a major street plan for Atlanta and Fulton County.

In 1953, with the assistance of Harland Bartholomew and Associates, Planning Consultants, the joint Planning Board initiated the preparation of its first major report. This report, Major Thoroughfare Plan for the City of Atlanta and Fulton County, indicated the need for an interrelated system of expressways, limited access boulevards, major streets, and other improvements to relieve the traffic congestion.

Prior to the completion of this report, the joint Planning Board and its consultants studied population trends and the population distribution in order to anticipate future growth in Atlanta and Fulton County. This report, Population, Growth, and Distribution, became the realistic basis upon which new zoning regulations and land use plans could be made.

In 1954, Harland Bartholomew and Associates was retained to prepare a report on zoning regulations for the city and the unincorporated portions of Fulton County. This new study was designed to bring about uniform restrictions throughout Atlanta and Fulton County.

Atlanta had adopted its first zoning ordinance in 1922 and Fulton County had prepared its first comprehensive zoning ordinance in 1943. Yet despite changes in the corporate limits of Atlanta, the two separate sets of zoning regulations remained in effect, thus making the ordinances confusing and difficult to administer.

The proposed revision of existing zoning regulations included new district maps for both the City of Atlanta and the unincorporated areas of Fulton County and complete redrafts of the zoning ordinance and subdivision regulations.

After a series of public hearings on the proposed zoning regulations, the Mayor and Board of Aldermen approved Atlanta's new zoning ordinance on December 22, 1954.

Changes were also occurring in the government organization of the city. In 1953, the legislature, over Aldermanic protests, completely revamped the city's governing body, replacing the twenty-seven-member bicameral one. The city now had the weak-mayor-council form of government with a single board of sixteen aldermen, two members being elected from each of the city's eight wards.



Thus the period of the early 1950's was quite significant in the history of Atlanta. During this time of structural and functional change, the city government had been somewhat streamlined and the planning operation had finally come of age. Also during this period, Atlanta took its first major steps toward the eradication of existing blight in some of its older areas. This was made possible by federal legislation, specifically Title I of the National Housing Act of 1949, establishing the new well-known program of urban renewal.

Georgia's first attempt at utilizing the provision of this national law was declared unconstitutional by the State Supreme Court. In 1954, a constitutional amendment corrected the previously deficient situation, and the following year a new State Redevelop-

ment Act was passed. Thus, the way was cleared for Atlanta to participate in the federally sponsored program, and, in 1956, the first 3 projects in the city were begun.

In 1959, the Atlanta-Fulton County Joint Planning Board published a report entitled Shall We Rebuild Again which was designed to analyze housing conditions in Atlanta.

This report indicated the extent of blight and the cost of renewal in the areas surrounding Atlanta's central business district and suggested a system of priorities. This was the first major analysis of Atlanta's obsolescence and deterioration problem and the need for a comprehensive urban renewal plan was realized.



*Recent Developments*

Despite a relatively late entry into the Urban Renewal Program Atlanta today is conducting one of the largest programs under way among all the major cities in the country.

As of the end of 1967, one urban renewal project has been completed, eight are in execution, and three are in the planning stage with a total of 2,600 acres under redevelopment.

Along with renewal, Atlanta is conducting a comprehensive program to solve many of the social and human problems of the city through a Community Renewal Program, known locally as the Community Improvement Program (CIP). This program, as authorized by a 1959 amendment to the Housing Act of 1949, may be described as an effort at the local level to re-examine and re-evaluate the existing urban renewal program, to suggest improvements therein, and to produce a long-range plan for the elimination and prevention of future slum areas.

Although this program is directly concerned with the city of Atlanta, the resulting data and studies will be of value to the surrounding areas of the city. Since factors which induce urban blight and influence community development do not confine themselves to city limits, the CIP will be helpful in defining problems of common concern within the five-county Atlanta region. Planning on a metropolitan basis will be a necessary ingredient for the region's future development.

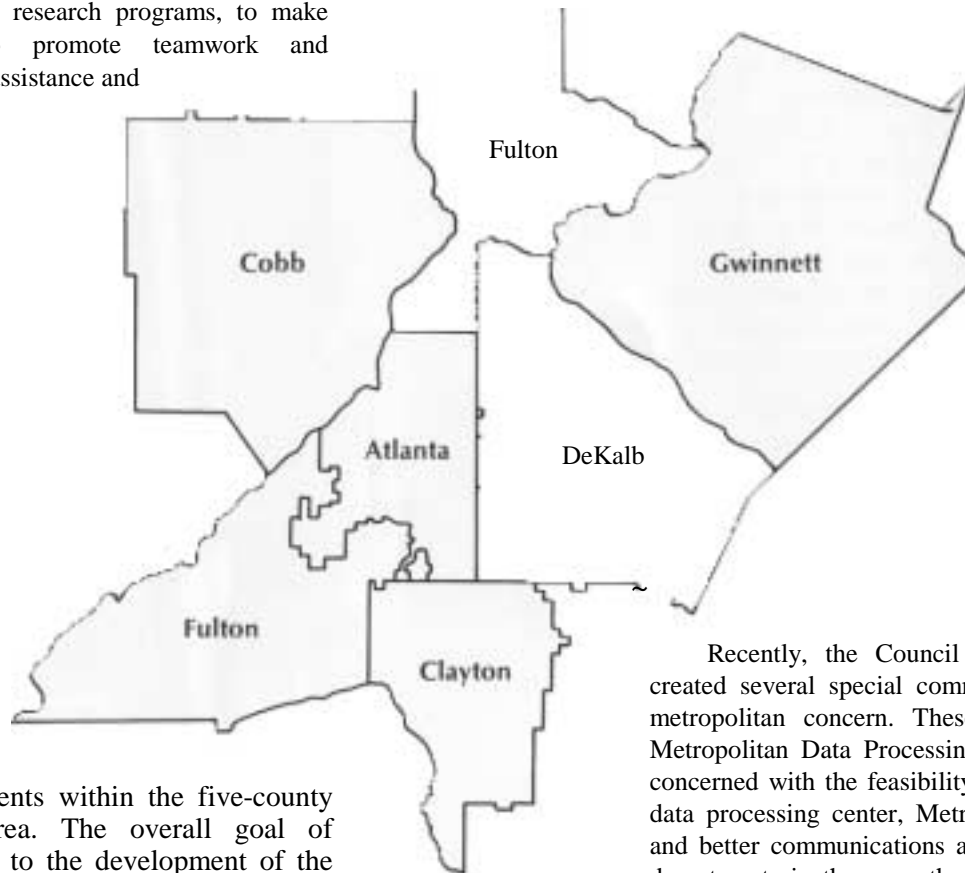
For more than ten years metropolitan planning in the Atlanta area existed on a two-county basis with three governments participating in its support - Fulton County, DeKalb County, and the City of Atlanta.

As the population of Metropolitan Atlanta grew, reaching the one million mark in 1959, the need for extending the functions and jurisdiction of the Commission became apparent.



In 1960, the successor to this commission, the Atlanta Region Metropolitan Planning Commission, was established; a 1724 square mile planning district with representation from the City of Atlanta, and Fulton, DeKalb, Cobb, Clayton, and Gwinnett counties.

The purposes of the Atlanta Region Metropolitan Planning Commission, as set forth by the enabling legislation, are to maintain research programs, to make comprehensive plans, to promote teamwork and coordination, and to render assistance and



advice to local governments within the five-county Metropolitan Atlanta area. The overall goal of ARMPC is to contribute to the development of the best policy for the entire metropolitan region.

In an attempt to bring about closer cooperation among municipal and county governments in the five-county area, the Commission organized the Metropolitan Council of Local Governments (MACLOG)

in 1965. This council is an organization designed for implementing regional plans and for promoting cooperation among the elected local government leaders of the five-county area. The research and staff functions for MACLOG are handled by Atlanta Region Metropolitan Planning Commission.

Recently, the Council of Local Governments has created several special committees to study problems of metropolitan concern. These committees include the Metropolitan Data Processing Study Committee which is concerned with the feasibility of establishing a centralized data processing center, Metropol which seeks to develop and better communications and cooperation among police departments in the area, the Traffic Activities Committee which is concerned with the standardization of traffic laws and regulations and the Code Study Committee which is concerned with uniform codes for the Metropolitan area.



The Planning Department is an official staff agency within the framework of city government. Its responsibilities are directed primarily toward zoning and subdivision administration.

More specifically, the Planning Department is organized into four functional divisions: long range planning, current planning, land use control, and administration.

The Long Range Planning Division is responsible for the development and updating on a continuous basis of a long-range comprehensive development plan for Atlanta. The scope of the planning process is approximately 15-20 years, and the plan contains a major thoroughfare plan, a community facilities plan, a land use analysis and plan, and an analysis of social and housing conditions within the city.



The Current Planning Division is responsible for the more immediate, short range planning activities of the department. It undertakes, as on-going programs, the development of necessary work programs and applications preparatory to the city's capital improvements program. In addition to this permanent workload, various short-range projects and special requests are handled by this division.



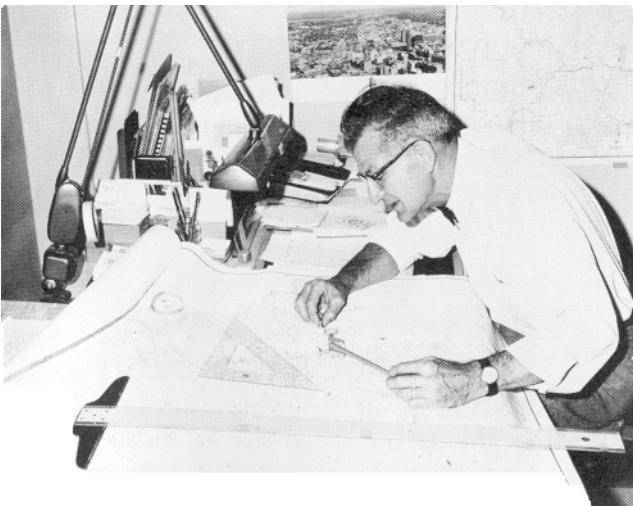
The Land Use Control Division is responsible for reviewing requests for zoning changes, use permits, variances, annexations, and subdivisions in an effort to maintain adherence to the city's Comprehensive Plan. Preparation and updating of the base map is also undertaken by this division.

Activities such as public information, budgeting, management analysis, scheduling of meetings and hearings as necessary for the efficient administration of the department are handled by a separate Administrative Division.

The Community Improvement Program, (CIP) a two-year comprehensive survey of renewal needs throughout Atlanta, was completed in the fall of 1967. The final report of the CIP was the culmination of detailed studies done on such subjects as administrative and legal structures, social resources, relocation needs, schools, and housing. The report



developed a time-staged program for urban renewal action, the continual updating and implementation of which will be undertaken by the Planning Department. With this CIP data and information gathered from other studies completed or in progress, the Planning Department will be able to revise the comprehensive plan for the growth of Atlanta.





in all of the activities outlined, the Planning Department is directly responsible to three of the 17 standing committees of the Board of Aldermen: the Zoning Committee, the Planning and Development Committee, and The Urban Renewal Policy Committee.

The Zoning Committee, as the name implies, is concerned exclusively with zoning matters. Each application for a zoning change is reviewed by the committee which then refers the case to the full Board of Aldermen with its recommendations.

The Planning and Development Committee is responsible for reviewing and coordinating the long-range plans and programs of all city efforts in the fields of community development, public facilities, and improvements. Plans developed by the Planning Department relative to these matters are sent for consideration and recommendation to the Planning and Development Committee.

The Urban Renewal Policy Committee, composed of five members of the Board of Aldermen and two members of the Atlanta Housing Authority, is responsible for coordinating efforts in the establishment and execution of urban renewal policy matters.

These three committees, with their respective responsibilities, hold public hearings on the particular matter at hand. After committee study, the subject under consideration is sent, with recommendation, to the Board of Aldermen where a final decision is reached.

The Planning Department is also linked to several other governmental bodies. The Atlanta- Fulton County Joint Planning Board is one of these. The Board consists of nine laymen who are appointed by the Mayor and Board of Aldermen and by the Commissioners of Roads and Revenues of Fulton County.

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